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Welfare

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R. E. G. DAVIS,
Executive Director

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Zero Hour for Campaigns

WHEN this issue of *WELFARE* appears, Community Chests across Canada, apart from a few which have their campaigns in the spring, will be ready to make their annual appeal to the public for financial support. The combined objectives of all these campaigns, spring and fall, total some seven and one half million dollars for the support of six hundred and eighty social agencies serving communities in which one-third of Canada's population have their homes.

As persons interested in social work and concerned about the common welfare we are all eager that the full amount required in these campaigns shall be secured. We know out of personal experience and our contacts with individual agencies the extent of the need, much of it aggravated by the war, and the necessity of maintaining and expanding services to meet this need adequately. Many of us are involved not only as contributors but as workers in our local community campaigns. We shall wish to do everything we can to ensure that, in the words of the Governor General, "the urgent needs of many of our people are not forgotten".

What is the outlook for success in the 1946 Community Welfare appeals? Assuming good preparation at the local level, which we have reason to believe has been made, there is reason for complete confidence in the outcome. A year ago, in our fall campaigns we had to contend with the immediate reaction of people after the long strain of the war and the introduction of family allowances which some considered a reason for reducing private giving; and yet in spite of these disturbing factors a total of \$5,638,590 was collected. Today, we have adjusted considerably to the realities of the post-war world, with its unsolved problems as well as its opportunities, and there is much more widespread understanding than ever before of the need for government and private agencies to work together if we are to make substantial progress toward the still distant goal of social security for all Canadians.

Further, the general financial picture is much brighter than many of us dared to hope a year ago. Personal income taxes, for one thing, are down 16 per cent which, it is estimated, represents a saving of 115 million dollars to individual tax payers. Corporation taxes have also been reduced considerably and the Income War Tax Act has now been amended to permit corporations to give up to 5 per cent of their net taxable incomes for charitable

purposes with full exemption from taxation.* More important still is the situation with regard to the national income. The figure for gross national production, which is the most satisfactory index, never before the war got beyond 7 or 8 billion dollars. In 1939, it was 5.5 billions. At the peak of war production in 1944, it had climbed to 11.8 billions. Last year it stood at 11.4 billions and this year, according to estimates, it will still be above 11 billion. Against these figures it should be noted that in 1944, Canada's total national charity bill was something over 40 million dollars, a considerable proportion of which was for war purposes and, therefore, no longer required. Allowing for the relatively small decline in gross national production, less than 10 per cent from the 1944 level this means that something over 36 millions of dollars could be made available in 1946 for charitable donations if the same will to give, which existed during the war could be created in the cause of peace time needs.

The implications of the above analysis are as obvious as they are important. There can be no question this year of the ability of corporations and individuals to contribute substantially to Community Chests. The money is there and the habit of giving has been formed. Our success in securing the full amount necessary to maintain the private welfare services in our communities which were never more needed than they are today, will depend in considerable measure on our boldness in asking and the adequacy with which we present our case.

*An analysis, made for The Canadian Welfare Council, of the figures contained in *Taxation Statistics*, a report recently published by the Department of National Revenue, Taxation Division, reveals that for Canada as a whole, and for companies of all types, the charitable donations claimed in 1944 were at the rate of \$9.22 for each one thousand dollars of net taxable income or less than 1 per cent.

THE big developments in social work in the past few decades have been in case work and in public welfare administration. *The major developments in the next thirty years will probably be in community organization.* The big problems that face us—housing, better distribution of health services, the extension of social security and the like—cannot be tackled by the individual treatment methods of case work, and obviously they will not be solved by merely seeking to administer effectively the public welfare services already authorized. The solution of these problems implies improved community organization. Our efforts must therefore focus upon the integration of group forces for the attainment of these objectives.

All social agencies, and particularly the private agencies, should make a major contribution to this movement. They can best do so by intimately affecting the thinking and modifying the attitudes of many groups in the community. If most board members come from one group, presumably the thinking of that group will be affected by the board experiences of its representatives. If the board members come from many groups, the insight of many groups should be deepened through contacts with the agency's accumulated knowledge. The number one reason, therefore, for desiring broadly representative boards is to accelerate the community organization process upon which the attainment of improved community life depends.

—Wayne McMillen, Professor of Social Service Administration, University of Chicago, in *The Compass*, March, 1946.

Community Organization Method and Philosophy in 1946*

LEONARD W. MAYO,

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WILLIAM ALLEN WHITE, believed in what he called "distributive justice." In his autobiography, unfinished at the time of his death, he asked, almost whimsically, "Is there not somewhere in the stuff that holds humanity together, some force, some conservation of spiritual energy, that saves the core of every noble hope, and gathers all men's visions some day, some way, into the reality of progress?" These words stand in interesting contrast to a statement made by Harry Hopkins in the early forties. "There is enough wheat to feed the world," he said, "enough stone, brick, lumber to house it; enough cotton and wool to clothe the whole human race. But no Utopia was ever won without struggle." No one can deny that Harry Hopkins knew human need at first hand and that he himself was no stranger to suffering. He believed that "the reality of progress", of which William Allen White wrote, comes only as men consciously pit themselves against the forces of reaction and the status quo and thus hasten the evolutionary process.

The art of discriminating between noble and ignoble hopes and of capturing, channeling, and giv-

ing community expression to the noblest of them is the essence of "the struggle;" the know how of it, its focus and method, its changing objectives but constant purpose constitute the core of community organization. That phase of community organization concerned primarily with the imbalance between welfare needs and welfare resources has been defined as community organization in social work. Where are we in the year 1946 in the philosophy and practice of community organization in our profession? How far have we come; where are we going; what have we actually learned?

There have been several milestones established during the last 20 years in the development of community organization philosophy and method. In 1921 and 1928, Lindeman and Pettit gave expression to the modern concept of community organization both in their philosophy and in the use of case studies; the latter in itself implied method. The Lane Committee appointed in 1939, represented the first serious attempt, however, on the part of an experienced community organization group to define purpose and method as well as the qualities and skills essential to successful practice. Several important contributions followed including the articles in the Social Work

*Paper presented at opening session, Section on Community Organization, National Conference of Social Work, Buffalo, New York, May 20, 1946.

Yearbook by Arthur Dunham and Arlien Johnson and notably Mc-Millen's recent book *Community Organization*, which includes a critical review of typical social agency structure and a definition and discussion of method. While one might wish that more emphasis had been placed on the latter, the book serves an admirable purpose in defining the "Client" or community with which the worker in community organization deals and in providing a scientific orientation to the concept of community organization as a process.

These and other additions to the literature, the work of the American Association of Schools of Social Work, the continued contributions of Community Chests and Councils, Inc., and the experience gained in two world wars and a major depression have now made it possible to enunciate certain basic principles. With full recognition that probably no set of principles or assumptions would meet with unanimous agreement at this time, the following are submitted as a basis for discussion in this paper:

1. The purpose of community organization in Social Work is to create "an increasingly better balance between welfare needs and welfare resources."¹

The fulfilment of this purpose, that of creating or helping to create a whole community, requires the participation of both professional workers and volunteers and it must be carried out in such a manner as to increase the initiative, self confidence, and skills of

all the participants. Only in this way can the ability of a community to conduct projects of a progressively significant nature be improved. This in essence is the growth process generic to all social work.

2. Community organization is a method in the field of social work.

Whereas the primary foci in social case work and in group work are the individual and the group respectively, the focus in community organization is the community. Community organization in social work does not refer to the sociological structure or social agency pattern of a community, but rather to the method by which agency structure may be changed and agency functions and relations modified in conformity with demonstrable need. It refers to the method by which needs may be discovered, articulated, and demonstrated. It is devoted to the establishment, extension, improvement, and synchronizing of social and health services as needed.

In short, community organization is concerned with social and health needs, with the organization of services suggested by such needs, and finally with the agencies or channels through which such services flow.

3. Community organization may be practiced in communities of various types and sizes.

Community organization is applicable to small population units frequently known as neighborhoods where there are real or potential common interests, to cities and metropolitan areas, to states or regions, and to the nation as a whole. We can now clearly discern certain activities on the international stage, furthermore, wherein the community organization method is required, if not actually used.

This concept renders a precise definition of community unnecessary if

¹Arthur Dunham in Report of Group Studying Community Organization (Lane Report), 1941.

not unsound. As Arlien Johnson has suggested, the term community may be used in the same sense as the word person is used, i.e., to designate a community of any size or type. When one wishes to specify a given individual or community he does so by describing the person or community in mind. This comparison is helpful in justifying the use of the word community to cover a wide variety of population units.

4. Community Organization projects tend to focus primarily on either agencies, a social or health problem, or a given geographical area.

Community organization projects originate in a variety of ways but for the most part, they emerge from the practice of case work and group work and from the practice of community organization itself. In medicine, the attack on typhoid, for example, originated in the intensive treatment of individual patients and moved from there to the laboratory and thence to the community; this was the basis of the public health movement.

While many, if not all, community organization projects include sooner or later the first two of the above foci (i.e. agencies and specific problems), experience indicates that at the outset most projects center on the modification, extension, or improvement of existing agencies, the establishment of new social services, or on a "problem" such as delinquency, chronic illness, prevention of tuberculosis, or day care. It has been shown, furthermore, that some community organization projects are aimed at the general improvement of a total neighborhood or some other unit of population. Thus, the area community councils, as they exist in several of our large cities, are not centered primarily on social agencies and their functions or structure and certainly not on any one social or health problem. Rather, the professional workers and

volunteers working in such councils view the total community encompassed by them and attempt to move across the board, as it were, in the development of the neighborhood or area as a whole.

5. Community organization may be practised as both a primary and a secondary function.

Executives and staff members of agencies and volunteers whose primary function is the operation or administration of the agency with which they are affiliated may and do participate in community organization as a secondary function. Staff members of federations, councils of social agencies, and of area or community councils and similar organizations are engaged in the practice of community organization as a primary function. In either instance, the basic philosophy and method remain the same.

Skills in Community Organization

Certain knowledge and methods are, of course, generic to the entire field of social work. An understanding of people, warmth and sensitivity in dealing with them, and knowledge of individual and group behaviour are as essential to the social worker in community organization as they are to the case worker or group worker. The difference comes at the point of application of such knowledge and understanding. Analyses of community organization projects of various types reveal that community organization in social work involves more than relations between individuals and more than "inter-group" relations; it is even more than the mathematical total of these two types of relations. It requires a skillful and artistic cor-

relation and weaving together of all that we have learned about dealing with individuals and groups, brought to focus on another objective—the community. An understanding of the sociological structure and forces of community life are essential to the community organization worker as community organization is rooted in sociology, as much if not more than in the other social sciences. A comprehension of the social agency structure of a community, and a “sense” of the community as a whole are as necessary to the skillful application of the community organization method as an understanding of the personality of an individual or the structure of a group in the practice of case work and group work.

Foremost among the methods and skills employed in community organization in social work, which when applied in proper relation to each other and to the project at hand combine to produce what we now know as community organization are the following:

1. Research and surveying.

The research method, obviously, is not peculiar to community organization. It must, however, be used to further the ends of community organization in collating significant material with respect to the population of an area, in helping to diagnose the needs of a community, in seeking to determine the types and volume of service required to meet such needs, and in studying the effectiveness of existing agencies. Most of all, research and competent surveying are needed to establish a basis upon which we can compute the type and volume of social

services required for a given population unit.

2. Determination of total need and selection of priorities.

It may be argued by some that this is a part of research. Pure research, however, does not necessarily include the knowledge and skills required to make wise choices of specific projects to be promoted on a priority basis. This is a matter of profound importance in community organization. There are needed here a sense of timing, a knowledge of the people involved, and a sensitivity to the community as a whole.

3. Organization.

Organization is essentially an orderly and purposeful arrangement of skills. In community organization, the knowledge as to what skills and other attributes are required for a given project, how they can be recruited, arranged and applied to the problem at hand, is basic. Effective organization is a necessary supplement to both research and the selection of priorities. A large amount of able research has failed to bring substantial improvement in communities largely because the organizational aspects during and following the research have been omitted or improperly handled.

4. Interpretation.

One of the major problems in community organization is that of improving and increasing communication. In local communities, quite as much as in international affairs, lack of full and adequate communication between groups and individuals, some of whom may be actually or apparently in opposition, is responsible for much resistance and frustration. The usual connotation of the word “interpretation” is equally pertinent in so far as community organization is concerned. The

long, slow process of growth in a community is dependent to a high degree upon the extent to which those responsible can effectively set forth existing needs and then rally the community behind well drawn plans for their fulfillment.

5. Mobilization.

This refers to the mobilization of manpower, of finances, and of all other resources essential to the realization of a given project in community organization. Money raising for social work purposes is an integral part of the total process of community organization and while it requires additional skills and knowledge, it should not be regarded as a different or unrelated activity.

6. Negotiation.

The skill of negotiation is employed in every aspect of community organization; negotiation with individuals, with large and small groups, and in a sense with the community as a whole is part and parcel of the community organization function. The interviewing and discussion method techniques are employed in negotiation and in a variety of other situations in community organization. In all aspects of negotiation, the necessity for understanding people and their motives and objectives is paramount. In negotiation with a political group, a woman's club, a church organization, or the representatives of a union, it is essential to know the purposes and functions of such groups as well as the pressures under which they find themselves if support is to be gained for the community organization project in hand.

The committee is the basic tool in the entire community organization process. It is used in both case work and group work, but it is conceivable that both of these functions could be carried on, to some

extent at least, without the use of committees. The committee, on the other hand, is so fundamental to the community organization process that it could not operate without it. Full and complete study of the organization, and operation of committees is, therefore, another "must" in the development of more adequate community organization data and experience.

How Does Community Organization in Social Work Relate to Other Forms of Community Organization

Case work and group work can comprehend but cannot encompass the whole person. Thus, it follows that education, the ministry, medicine, the law and a wide variety of resources are invoked by both case workers and group workers in the fulfillment of their objectives. It is equally true that community organization in social work cannot encompass the whole community. It must, therefore, join hands with other forms of community organization, notably city planning, appropriate activity in labor, industry, business and education, in order to play its full part in a total or "across the board" program of community organization and planning designed to affect the whole life of a community.

Goals for Community Organization in Social Work in 1946 and Beyond

1. Whether operating in a neighborhood or city, in a county or on a wider geographical basis, the high purpose of community organization in social work is to discover those

men and women who are both sensitive and responsive to the needs of all people and who may be counted upon increasingly to participate in and support those activities which result in an organized community effort to meet them more adequately.

2. Community organization must be devoted to the leadership and development of groups of such people under appropriate auspices to the end that the Welfare needs of the community may be effectively expressed, the costs thereof courageously presented and the necessary funds raised.
3. Community organization must be increasingly directed to the attainment of a maximum flexibility of services, programs, and agency structure responsive to changing needs; to the support and development of governmental as well as voluntary agencies as channels through which services are made available, and to the establishment of an effective network composed of both.
4. Finally, community organization must devote itself to the elimination of the last vestige of isolationism among social and health agencies and to the development of the spirit and reality of a "United Nations Organization" in social work.

What Does Recent Experience Suggest as Some Next Steps for the Future

If the objectives of community organization in social work as outlined above are to be attained so that serious gaps in community services may be filled and more adequate coverage realized, the following should be kept in mind as among the next steps to be taken:

1. Studies.

The data developed by Dollard, Warner and Lunt, McIver, and others indicate that the phenomenon of community behaviour requires identification and analysis quite as much as do individual and group behaviour. A present urgent need in community organization, therefore, is a series of studies against a background of available sociological material but based on community organization records. The acid test of case work and group work now that the philosophy and methods of these disciplines have been clarified and improved is to prevent the breakdown or disintegration of individuals and families. By the same token, it now becomes the objective of community organization not merely to follow the leads that come increasingly from the practice of case work and group work, but to foresee, to plan, to initiate, and hence to prevent the breakdown and disintegration of community life.

2. Professional Education for Community Organization.

We have not made sufficient progress in the analysis of community organization method to be wholly clear with respect to the content and extent of professional education required to prepare men and women to practice it successfully. Studies in community behaviour and records of community organization projects highlighting method and process are essential if we are to develop a rational and comprehensive concept of professional education.

While there is still a divergence of opinion on this matter, present experience and observation indicate; that professional education in graduate schools of social work is essential to the competent practice of community organization in social work; that the average student who enters a school of social work directly from college

without previous and substantial experience should not be expected to practice community organization immediately upon graduation from a school of social work; that for such students some experience in the practice of either case work or group work, preferably with concurrent participation in some community organization activity, is the soundest preparation. It is further indicated, however, that selected men and women with experience in social work before entering a graduate school of social work and those who have had substantial experience following one year of graduate training can profit by course content and field work experience in community organization during their second year of graduate work in preparation for immediate placement in a community organization position.

The above concepts are predicated on the assumption that the practice of community organization requires a somewhat greater maturity, a wider experience, and a more extensive first hand experience with the field of social work as a whole than is required at the outset of his career of the practitioner in either case work or group work. To date most graduate schools of social work have not required all students to take a sufficient amount of content on community organization. When this content is included, moreover, it tends to omit even basic orientation on the important function of money raising as an integral part of community organization. In some instances training in the techniques of money raising is provided with wholly insufficient orientation not only to community organization, but to the field of social work as a whole. This is a serious and fundamental omission.

3. Councils.

Councils of social agencies in urban areas as well as neighborhood or community councils within urban areas and small towns have reached a stage in their development where it is mandatory for them to review their present functions. Such a review should include an objective view of the communities they serve and an attempt to determine whether their present purposes are actually based upon current needs and whether their present structure is designed to fulfill their purposes.

Urban councils of social agencies were established in the first instance to act as clearing houses, to provide information to constituent agencies and clients, to prevent duplication, and to effect co-ordination. In many of our larger cities these functions have been carried on for some time and are consequently fairly well routinized. Such councils should, therefore, determine what the next steps in their development should be. An objective answer to this query would probably indicate that they should now assume more initiative and leadership in the promotion of new projects and a greater responsibility in bringing vital matters to the attention of the community.

In other words, it is now the high duty of councils of social agencies in our urban communities to consciously and constantly attempt to improve rather than perpetuate the patterns established by their constituent agencies. This cannot be accomplished in all probability unless and until the voting membership of councils includes a good number of individuals and groups other than those representing social and health agencies. The base of contributions has been appreciably broadened in community chests throughout the country in recent years. This must be matched by a broadening

of membership in councils of social agencies. It is essential, furthermore, that every urban council of social agencies should be so organized and constituted that it can stand upon its own feet, sustaining at the same time a close affiliation with the community fund. To be fully effective, the social work planning body within a community cannot be subservient to the money raising body. The planning body must be free to gather the appropriate data and to express the total needs of the community regardless of whether sufficient funds can be raised within a given year by the community fund.

Increasingly, both urban councils of social agencies and community councils must see it as their objective to mobilize all available forces of the community and bring them to bear upon specific "beach-heads" or problems such as prevention of tuberculosis, delinquency, chronic illness, and the like. Increasingly, they must develop that fluidity and flexibility between agencies and services which will make it possible for a community to shift its attack upon various problems as new needs arise or increase in volume. Every community in America, for example, has become aroused with respect to the necessity for an all-out attack on infantile paralysis. That attack is sustained, however, year after year at the same or even higher levels regardless as to whether the actual need within a given community is greater or less than the previous year.

4. Liaison with other community organization groups.

The development of city planning in practically all of our larger and many of our smaller cities, the establishment of "Development Councils" devoted to comprehensive "across the board"

planning for communities as a whole should stimulate us to develop effective liaison relations with all related and appropriate planning bodies and community organization efforts in our communities. Only in this way, can the essential health and welfare needs of a community become part and parcel of its total planning activities.

Any serious discussion of community organization in social work in these days must lead us to a sober consideration of the relation it bears to the major purposes and goals toward which all thoughtful men and women in this and other nations are now turning their minds. William A. Orton in his book, *The Liberal Tradition*, gives us food for thought, therefore, when he writes therein of the ideal community. He says in part: "Community is a working consensus of free minds and free wills in which the individual lives spontaneously . . . as in a true family, a true friendship, a true co-operation. . . . To proclaim (this) as a visionary ideal is a counsel of despair; for it is abundantly on record in both sacred and secular writing that until it is attained, men will go on killing one another in defense of their local and partial realizations of the common good."

The skillful and sensitive application of the community organization method in social work is one of the greatest potential contributions of our profession to the development of the whole of community life, without which there can be no freedom as we know it and want it for all people.

Health, Education and Welfare Coordination in the United States

CHARLOTTE WHITTON, C.B.E.

IT WILL be recalled that in 1939, by Plan I of the Re-organization Act of that year, some of the numerous welfare and related agencies and offices, created in the chaos and emergency of the depression depths in the United States, were brought together under the Federal Security Agency. In this consolidation the Office of Education, the Public Health Service, the Social Security Board, the "C.C.C." (Civilian Conservation Corps) and the "N.Y.A." (National Youth Administration) were all transferred to the new Agency. In 1940 the American Printing House for the Blind and, later, the Food and Drug Administration, and certain directly administered federal institutions* were also included. When the federal-state scheme was developed in 1943 for various forms of civilian rehabilitation an Office of Vocational Rehabilitation was set up within the Agency. Later the Office of Community War Services was developed to implement federal efforts to co-ordinate emergency services in health, welfare, education and particularly in recreation and in "social protection", the discreet and restrained phrase evolved to designate the attempts at control of prostitution, treatment of social disease, etc., within military and

war production areas. In 1945 an office which might well have had a counterpart in Canada was developed, that of War Property Distribution, to work with the War Assets Administration to assure priorities to health, education, welfare and other non-profit-making agencies and services in the allocation and disposition of surplus war and government property and goods.

On May 16, 1945, the President sent to Congress three Re-organization Plans, with a most unusual legislative feature provided in the Congressional Re-organization Act of December, 1945. This was that the plan must stand or fall in entirety and that *unless the entire plan were rejected* by both houses of Congress, within 60 days, it would become effective. Meanwhile, the "C.C.C." and the National Youth Administration had long since passed out of existence while the Office of Community War Services was slated to disappear with the omission of appropriation therefor in the budget. The second of the three new Re-organization Plans was sweeping and immediately aroused spontaneous concern across the United States because it threatened to "partition the Children's Bureau", whose industrial division was to remain and be absorbed in the Department of Labour, but all of

*St. Elizabeth's Hospital, Freedman's Hospital, Howard University and Columbia Institution for the Deaf.

whose important functions under Title V of the Social Security Act were to be transferred to the Federal Security Administrator to be "performed by him or under his direction and control by such officers and employees of the Federal Security Agency" as he might designate, except for certain reservations which would have left the Bureau merely a research and reporting activity. Immediately, the General Federation of Women's Clubs, the National Parent-Teachers' Association, the A.F. of L. and the C.I.O., and a wide public and press roused to oppose "dismemberment" while a representative Emergency Committee to Save the Children's Bureau was formed on a national basis. The opposition was not to the transfer of the Bureau, nor even to separation of its industrial law enforcement activities under the Fair Labor Standards Act from its social and welfare functions per se. It was directed to the uncertainty of status of unified policies and programs for child life if the position, authority and duties of the Chief of the Bureau became a matter of allocation from a ranking civil servant rather than directly statutory and particularly if the approval of standards for matching state grants, under Title V of the Social Security Act (Maternal and Child Health, Crippled Children and Child Welfare Services) passed from the Bureau to the general social security services of the Federal Agency. As *The New York Times* said editorially, "For more than thirty years the Child-

ren's Bureau, under an illustrious succession of women—the late Julia Lathrop, the late Grace Abbott and now Miss Lenroot—has been fighting the foes of childhood on all fronts . . . such foes as poliomyelitis, rheumatic fever and slum conditions. . . . So noteworthy have been its successes that other countries, especially those of Central and South America, have formed the habit of turning to the Children's Bureau for help and advice. . . . Wherever it is ultimately placed, in the Government's re-organization plans, the Children's Bureau deserves support on the record it has written."

Effort was directed towards obtaining President Truman's interest in sending an amendment to Plan II to Congress, the only procedure by which the Plan could be changed in any detail. The change sought would simply have assured transfer of the Bureau, apart from its industrial function, as an "organizational entity" with all direction thereof within the F.S.A. administered therein "by or under the direction and control of the Chief of the Children's Bureau." The President received the Chief of the Bureau and in a subsequent letter, made generally available, gave assurance of his own personal discussion of any plans for re-organization of the Bureau with the Federal Security Administrator before any changes were put into effect to the end that the Bureau would have its interests "protected" and "strengthened".

Under these circumstances the Emergency Committee urged no

campaign on behalf of the Bureau as such. However, all across the country local authorities and public interest apparently became both powerful and vocal for on June 28 the House of Representatives voted down the entire Re-organization Plan but the Senate later accepted it by a vote of 40 to 37. Unless both Houses rejected it, the scheme became law and effective on July 15, 1946.

The new set-up transferred the United States Employees' Compensation Commission, and the Division of Vital Statistics, as well as the Children's Bureau, to the Federal Security Agency, of which Watson B. Miller is over-all Administrator. Another important change under this Re-organization Plan II was the abolition of the Social Security Board and the transfer of all the Board's statutory powers to the Federal Security Administrator. The industrial division of the Children's Bureau remains in the Department of Labour, where the Secretary immediately announced retention of the latter's functions in an entity as the Child Labour and Youth Employment Branch of the Division of Labour Standards.

The Federal Security Agency will operate through 4 divisions. Most important of these will be the Social Security Administration, with the Board eliminated and Arthur Altmeyer, Chairman of the Board since 1937, made Commissioner of Social Security. It will have old age and survivors' insurance, employment security, public assistance and the trans-

ferred functions of the Children's Bureau. The Administrator at once recognized Miss Lenroot's position as Chief of the Bureau within this Division and has continued the Bureau's statutory powers to approve state plans for the three security grants. In unusual testimony of its confidence in the program of the Bureau's Division, Congress, following the transfer, doubled the appropriations to be expended on the Bureau's program in Maternal and Child Health, Crippled Children and Child Welfare Services.

The existing Office of Education and the training institutions transferred in 1939 remain under the Commissioner of Education.

The Public Health Service, the hospitals earlier transferred, and the Division of Vital Statistics are consolidated under the Surgeon-General of the U.S. Public Health Service.

A new Office, that of Special Services, will include the transferred Compensation agencies, the Food and Drug Administration, the Office of Vocational Rehabilitation, War Property Distribution and Community War Services.

Six solely administrative offices complete the F.S.A. framework—Executive, General Counsel, Research, Information and two new ones, the Office of Inter-Agency and International Relations, with liaison functions, and the Office of Federal-State Relations. The latter will be responsible for study and recommendations to the Administrator on the co-ordination of

grants-in-aid and standards in approval and supervision of federal-state subsidies.

The Administrator made a specific point of the position of the Bureau in announcing the Reorganization Plan. "Its relationship with both health and education are fully recognized and effective co-ordination in this field will be one of our major objectives."

It is generally anticipated now that legislation to create a new Department of Health, Education and Welfare with its own secretary will be presented to Congress in January. A passage in the President's letter to Miss Lenroot, "It is my thought that the development of legislation for a Department of Health, Education and

Welfare would assure a full opportunity for consideration of an adequate service for children properly related to services for the whole population", is being widely quoted as leaving the door open for representations at that time for the creation within the F.S.A. of a Division or Office of Children's Services, under its own Commissioner, parallel to the four major divisions now operating.

Be that as it may, the Children's Bureau passes out of the first phase of its service to the well-being of the people of the United States, and, in fact, to the children of the world with a record equalled by few institutions in the long annals of scientific welfare and surpassed by none.

UNIVERSITY OF TORONTO SCHOOL OF SOCIAL WORK

EXPANDING in staff and program to meet the new demands being placed upon it to supply increased professional personnel, the University of Toronto, School of Social Work announces the following appointments to its staff:

Mr. John S. Morgan has accepted the position of Lecturer and Research Associate. Mr. Morgan is an Englishman with his M.A. degree from Oxford and was employed in the National Council of Social Service as Publications and Research Officer. The appointment of a British social worker to the staff of a Canadian School is most timely and will be of particular interest to students in the field of Public Welfare since the British experience in the Insurances and Social Security will be of special value to Canadians at the present time.

Miss Sylvia R. Jacobson, graduate of the New York School of Social Work, will teach psychiatric social work on a half-time basis and will also work on the staff of the newly organized Mental Health Consultation Service.

Canadian social workers will note with particular interest the return to his own country of Charles E. Hendry, who has been appointed as professor of social work. Mr. Hendry's contribution in the field of group work and community organization is well known on this continent and it is a satisfaction to learn that the Canadian field will now have the benefit of his experience and leadership.

Community Chest Campaigns

A comparison of the objectives this year with those of last year show that most of them are up, and for various reasons. Two examples are Edmonton, which has added \$125,000 to its usual objective for capital fund requirements of some of its agencies, and Vancouver which has accepted into full Chest membership the Salvation Army and the Catholic Charities.

In addition to the campaigns named below, there are 17 others to be conducted by the Children's Aid Societies from Cape Breton to Central Manitoba, by the Moose Jaw Family Service Association and several of the branches of the Victorian Order of Nurses.

Through the Community Chest Division of the Canadian Welfare Council, all campaigns desiring it have been supplied with lithographed publicity material—billboard and other posters, window cards, etc. The National Film Board has not only produced the usual two-minute motion picture trailer for use in theatres but the twenty-minute documentary film, WHO IS MY NEIGHBOUR? described on p. 19. A technicolour one-minute film, donated by Walt Disney, will also be seen in Chest cities. Indications are that excellent support will be given over the radio by the CBC and commercial sponsors. Imperial Oil Company is donating posters to be used on their service station panels in all campaign cities, and there has been satisfactory response from national and house magazines.

	No. of Agencies	OBJECTIVE	DATES
Cornwall United Welfare Fund.....	7	\$ 16,425	Oct. 17 - 26
Edmonton Community Chest.....	28	225,000*	Sept. 30-Oct. 19
Fort William Community Chest.....	7	30,000	Not reported
Halifax Community Chest.....	17	73,000	Sept. 15-Oct. 8
Hamilton Community Chest.....	27	220,000	Oct. 21-29
Kingston Community Chest.....	13	52,000	Oct. 1-15
Lethbridge Community Chest.....	14	26,000	Oct. 14-26
Lachine.....	4	7,000	Oct. 5-14
London Community Chest.....	13	120,000	Sept. 30-Oct. 26
Montreal—Welfare Federation of Montreal....	30	1,140,000	Sept. 30-Oct. 9
Federation of Catholic Charities....	24	250,000	Oct. 21-30
Combined Jewish Appeal.....	12	650,000	Oct. 28-Nov. 6
Niagara Falls—Greater Niagara Com'ty Chest	7	30,000	Sept. 23-Oct. 5
Oshawa Community Chest.....	15	45,000	Sept. 30-Oct. 12
Ottawa Community Chests.....	21	237,650	Sept. 23-Oct. 7
Port Arthur Community Chest.....	11	32,000	Oct. 7-19
Regina Community Chest.....	17	55,000	Sept. 25-Oct. 5
Saint John Community Chest.....	8	70,000	Sept. 27-Oct. 12
Saint Thomas United Home Services Campaign	6	20,000	Sept. 23-Oct. 5
Sarnia Community Chest.....	5	25,000	Oct. 21-Nov. 4
Sault Ste. Marie United Welfare Drive.....	6	28,000	Not reported
Saskatoon Community Chest.....	15	63,000	Sept. 23-Oct. 4
Sherbrooke Community Chest.....	10	Not reported	
Toronto United Welfare Chest.....	66	2,000,000	Oct. 21-Nov. 4
Vancouver—Community Chest of Greater Vancouver.....	58	750,000	Sept. 30-Oct. 12
Victoria—Community Chest of Greater Victoria	23	95,000	October 1-8
Winnipeg—Community Chest of Greater Winnipeg.....	28	485,000	Sept. 30-Oct. 19
Total	492	\$6,745,075	

*Includes \$125,000 for capital fund requirements.

Some Implications of the Wartime Expansion of Community Chests

GORDON H. and SVANHUIT JOSIE

Now that a full year has passed since the end of the war, it is possible to make some assessment of its effect on the development of community chests, with particular reference to factors which might be considered in planning postwar campaigns.

The chest campaign figures¹ show that there has been a great increase in the amount of the donations and in the number of communities participating. Total chest donations in 1939 were about four million dollars, while in 1945 the amount exceeded seven million. Thirty-three communities had organized chest campaigns in 1945, and this was three times the number of centres conducting campaigns in 1939. This expansion resulted in a much more representative geographical distribution of chest centres, as previously they were only established in the major urban centres.

The total amount raised by the chests which had been operating for some years prior to the war shows a gradual and fairly steady rise, with some acceleration in the expansion during the war years. In this group which, of course, includes the largest centres, the funds devoted to war purposes represent only a small proportion of the

total amount raised—four percent for the period 1940 to 1945 inclusive.

While this expansion of the "old" chests during the war is interesting, a more important and significant development seems to be the rapid rise of numerous chests in many parts of Canada. These "new" chests together raised considerably more money for war services than did the longer established chests, and it is noteworthy that funds for war purposes constituted a considerable proportion of their total budget, (40 percent for the period 1940 to 1945 inclusive).

Now let us consider the development of the funds for war services as distinct from the regular funds raised for home services. Again we find a difference between those chests established before the war and the newer chests. For the former, while there is a fairly steady, gradual expansion in the funds for regular services, the war funds show no consistent trend. In the group of new chests the war services showed a general upswing in the objective from 1940 to 1945 with however, a sharp drop in 1941 and a slight decline in 1945. The 1941 drop was largely due to the fact that several centres which held their first campaign in 1940 did not make an appeal the following year. The non-war portion of the cam-

¹Except where otherwise indicated, statements in this article are based on a study of returns made by community chests to the Canadian Welfare Council.

paings of the newer centres showed a steady rise during the war years.

For the older established chests, the effect of the transition to peacetime conditions is not of as great consequence since as has been indicated the regular services have always constituted the major portion of their total budget. However, for the newer chests the post-war situation will be considerably different.

One of the basic effects of the war on private charity was the patriotic motive which dominated community effort and resulted in the spontaneous rise of numerous war funds. With this came the development of a co-operative spirit which carried over to regular community activities, overshadowing the usual charity concept. Official cognizance was taken of these patriotic efforts when the Division of Voluntary and Auxiliary Services was created in the Department of National War Services in September, 1940 "for the purpose of providing machinery through which the voluntary efforts of Canadians from coast to coast could be marshalled and given guidance."² The order-in-council setting up this division listed as one of its functions "to promote, organize and co-ordinate different forms of voluntary assistance with a view to the most effective use of personal services or material contributions for the prosecution of the war and the welfare of the nation."³ A second major factor was the very

considerable rise in national income accompanied by generous tax exemption allowances for charitable donations. Concerning the United States situation an article "Pause for Inquiry" in *Business Week*, July 6, 1946, says: "War emotions had a large but undeterminable effect on the outpourings of business and individuals. But the impetus of war taxation is measurable. It is estimated that a corporation in the high brackets of excess-profits taxes could make a charitable donation of \$1,000 during the war at a cost of only \$145 (thanks to charging off the \$1,000 as legitimate expense). Now, with the excess-profits tax repealed it would cost the same company about \$620 to make a \$1,000 donation."

An examination of the Canadian chest reports over a period of years shows a remarkable correspondence between the objectives set by the chests and the amounts raised. This suggests that the objectives are determined largely on the basis of what are thought to be practicable goals rather than according to the needs of the community. As those connected with community chest campaigns well know, there is a practically unlimited amount of work to be done, and no diminution can be expected in the immediate post-war period when economic conditions will certainly not be better than they were during the war-boom years. It is realized that practical considerations must always be kept in mind, but it is interesting to note that during the year 1943 the sum of approximate-

²Annual Report of the Department of National War Services for year ending March 31, 1943, p. 14.

³P.C. 8488, October 31, 1941.

ly thirty-five million dollars⁴ was raised in Canada by voluntary effort for war services, and that this represents more than five times the total raised by the chests in that year. Perhaps a re-assessment of the basis of the objectives might be considered in the light of this apparent capacity and willingness of individuals to participate in what they regard as essential or worthwhile projects. The annual report of the Department of National War Services for the year ending March 31, 1943, states at p. 19 that: "Notwithstanding the fact that the public of Canada have been making contributions since the outbreak of war, there appears to be no end to their generosity as the Funds making the appeals find little or no difficulty in obtaining the continuous supply of money necessary. . . ."

In the post-war period when the chests will lose the powerful force of war patriotism, they will also feel the effects of the lowered income level of the working population. That a lowering of the income level may be expected to have an adverse effect on the supply of money available for private charity may be gathered

⁴Annual Report of the Department of National War Services for year ending March 31, 1943, p. 31.

from a recent American study⁵ which estimated that about 76 percent of American charitable donations come from individuals, more than one-half of whom earn under \$5,000 a year. As to the Canadian situation, it is possible to estimate from claims for income tax exemptions and other sources that about 55 percent of the charitable donations are made by individuals. Of these about 70 percent earn under \$3,000 a year.

It follows, therefore, that if there is not to be a reduction of services, alternative sources of income must be further explored. This is particularly true of the chests established during the war years since, as has been shown, these have been affected to a greater degree by war conditions. It is suggested that attention be directed to individuals and corporations in the higher income levels as sources of donations rather than intensification of the campaigns amongst individuals in the lower income groups, who already appear to bear a major share of the load and who will be most directly affected by problems of transition from a wartime to a peacetime economy.

⁵"How Foundations Give", Shelby M. Harrison and F. Emerson Andrews, *Channels*, June, 1946.

QUESTION: Do Family Allowances reduce agency expenditures?

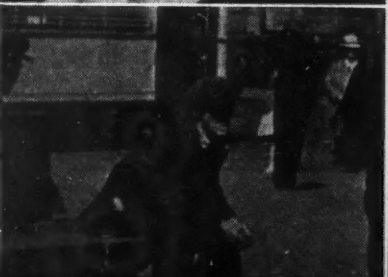
ANSWER: There is no actual saving to the agencies giving substitute care to children away from their own homes, as the Family Allowance is required to be used to provide extra services which such children would not otherwise receive. Family Allowances do, however, reduce the likelihood of financial emergencies amongst low income families and may therefore reduce applications to social agencies for temporary financial assistance or prevent child neglect which is frequently caused by insufficient income.

Who Is My Neighbour?

How Canadians are answering that question, asked by a certain lawyer nineteen centuries ago, is shown in a colour motion picture entitled *Who Is My Neighbour?*, just completed for the Canadian Welfare Council by the National Film Board.

Social work has something to say and has pioneered in saying it by means of this powerful medium, the motion picture. Not even in the United States has a picture of this kind on social work been attempted. It is an educational rather than a money-raising tool, sketching as it does broadly how Canadian social work has developed through the years, present-day activities, how Chests and Councils function, and ending on the philosophical note that "No man is an island entire of itself," that each one of us is involved in mankind.

The picture is 16 mm., (non-theatrical size), runs twenty minutes and showings may be arranged through the National Film Society, 172 Wellington St., Ottawa, and the National Film Board's five regional libraries in Vancouver, Winnipeg, Toronto, Montreal and Halifax. In addition, some Community Chests and Councils are purchasing their own prints.



How Stratford Did It

AT THE Annual Meeting of the Association of Children's Aid Societies of Ontario, held in May, one session was devoted to a consideration of fund raising by a Children's Aid Society, and very interesting and helpful contributions to the thinking and procedure on this subject were made in a combined presentation by the President and Superintendent of the Children's Aid Society of Perth County in Ontario.

In introducing the subject the Chairman, Judge Lang, noted that "probably many Societies find it easy to get all their money from the municipalities and probably they also find it a difficult task to interest the private citizen of their county or district in the work of financing the Children's Aid Society." He emphasized, however, the importance of a Children's Aid Society having the vital and wholehearted support of its community in a financial as well as other ways, and of how necessary it had been that Children's Aid Societies secure income from voluntary sources in the community as well as from municipal and provincial funds. He further stated that "during 1945 Perth County Children's Aid Society proved that the ordinary citizen can be interested in the Society's work and will donate if the facts and needs are presented, and moreover will become greatly interested and will work for the Society as well as giving to it." He pointed out that during last year

the funds provided for Perth County from private sources had equalled the provincial and municipal grants combined.

Reasons for Support by Citizens

Dr. Showalter, the President of the Perth Society, then presented to the meeting the philosophies and the methods behind the organization of the Society's campaign, developing his remarks from the point of view of a Board member. He was followed by Mr. Murdoch Keith, the Superintendent, who detailed the method and machinery of organizing the campaign in the Society's office and the collaboration with the Community Chests and Council Division of the Canadian Welfare Council.

"Our problem," said the President, "was how to arouse an intelligent community to support an efficient effort." The fundamental considerations were:

1. The Children's Aid Society has a peculiar and private responsibility, therefore it needs private support.
2. The C.A.S. does work of a very "human character", therefore it cannot be reduced to the level of mass program or stereotyped policy sometimes necessarily connected with service under a government department.
3. The C.A.S., in order to do an effective and comprehensive piece of work on behalf of children, usually needs more money than the municipalities are able to provide. Dr. Showalter intimated that it is, of course, recognized that private agen-

cies have the privilege and responsibility of providing leadership and pointing the way to better standards of work whereas governmental departments at times are prevented by regulation and budget considerations from proceeding to expand and develop new services in the interests of communities or individuals.

4. Regardless of the source from which the money comes, without community sympathy the work of a Children's Aid Society cannot be effective. "Therefore," continued Dr. Showalter, "we wanted and still want to raise community interest, understanding and participation to the highest possible level. Hence our campaign. It serves three purposes, not in order of importance:
 - A.) To balance our budget and permit needed expansion.
 - B.) To provide a sufficient proportion of private funds to prevent domination by municipalities.
 - C.) To educate the public on social problems and our well-founded Ontario system of attacking them."

Committees Were Set Up

As President of the Society, Dr. Showalter was also Chairman in Chief of the campaign. In commenting on this responsibility, he stated that the biggest job turned out to be that of setting up local organizations in the county seat and in the various smaller centres. This work was headed up in Stratford, the County town, with centres also in St. Mary's, Mitchell, Listowel and Milverton. Board members or former Board members from these centres formed the nucleus of the local organization

and were added to by enterprising and key people in the community who had personal contacts with the Society. Through these smaller groups meetings were arranged of anything from six to two dozen interested citizens. At these small intimate meetings the work of the Society was outlined, the campaign aims explained and the plan of action outlined. In each case the audience was interested and alert, and each member present went out to interpret the work of the Society and further interest in the projected fund raising. A local chairman of the committee was established, who was responsible for the co-ordination of the work for that area. Of course, there were difficulties. No campaign is ever put across without anxiety and heartache. People who had been counted upon to give leadership were unable to do so; others "with one consent began to make excuse," but ultimately the pattern of organization worked itself through and the people who actually were responsible for putting across the program attacked the job with real vigor and enthusiasm and obtained most creditable results. The Perth County Board is convinced that their second campaign, which will take place this year, will find a receptive body of public opinion and volunteer personnel ready to put their best into this continued project.

How the local committees were informed of the work of the Society was outlined by Dr. Showalter. He stated that they were informed of the basic nature of Children's Aid

Society work and the aspects of its different departments. Indication was given as to what were the weaknesses in the particular society and where further emphasis needed to be laid in order to round out the effectiveness of its work. It was explained that the Society is made up of citizens, administered by a Board of laymen, and established under the sanction of the provincial authorities, that the product of the Society's work was service, not tangible merchandise, and that this could only be provided through capable and trained personnel.

An explanation was given regarding the various sources of income, i.e. provincial, municipal and private subscription. Considerable time was spent in elaborating how private subscription was necessary and the great need of any community for an enlightened citizenry aware of its social problems and active in combatting them. There were, of course, objections to the plan. Some of these were voiced openly on occasions when it was possible to deal with them in discussion, others were gossiped about and thrown at the canvassers.

Criticisms Answered

In order to cope with objections raised by those who did not feel that the Society should be appealing for funds in this way, the Committee provided its canvassers with multigraphed copies of questions and explanations so that they might be prepared with the accurate answers to some of the queries raised by the Community. Among

the questions which were dealt with were the following:

1. "Why doesn't the Government pay for all this?"

"We really enjoyed this one!" said the President. "We were able to explain that all Government money comes from you and me; that our problem is not solved by passing it on to Toronto or Ottawa because more of our money is lost on the way. A lazy, dangerous habit this thought of 'let the Government do it.' It is the seed of totalitarianism. We could let the Government do it for us but it would cost us a terrible price and, furthermore, intimate community work needs personal community attention. Civil Service is no place for it. The best things are done by private persons who have the real meaning of citizenship in a democracy."

2. "Why was such-and-such a child not taken out of such-and-such a home?"

"The grapevine report on individual cases is a frequent cause of dissatisfaction. It is not always wise to tell all the facts of individual cases of the Society's work, but since usually half-truths are already public property with due care and tact it is best to be frank with the questioner. Misunderstanding here, as in all spheres of life, is mostly due to lack of information or misinformation."

3. "The Society has considerable bequest money. Why, then, do we have to contribute?"

"The answer to that was that in our case the bequest referred to was especially earmarked for building purposes and could only be used otherwise when the building plan was completed. Even if this were not so, we should be very unwise to

spend capital funds for current expenses.'

4. "Why don't you charitable people get together? I hear the officials all get salaries. I hear there is great waste in financing. It's time you did something about such-and-such a problem in our locality. Isn't the Society just run by the Provincial Government?"

'The answers to these comments consist in telling the whole truth. Show them the figures dealing with income and its use. If the work is lacking anywhere, admit freely that such is true and show that with sufficient funds the deficiency in service can be filled. Indicate the number of calls, court cases, children in care, unmarried mothers, etc. etc., handled in one year, thus exhibiting the volume of work involved.'

When the local committee is once organized it is best to get in touch with it and to go there frequently if needed. We found two committees who after organization had done absolutely nothing and had to be completely reorganized. "We avoided," said the President, in his description, "sending only one man out to organize. Judge Lang, a member of our Board, Mr. Keith, the Superintendent, and I all went, or at least two of us, wherever possible."

"Publicity is, of course, a big part of a campaign, and it encourages the canvassers to further effort. We used the press, the local radio and pulpits as well as the display cards and other interpretive material provided by the Canadian Welfare Council. The papers

were co-operative, and we found numerous opportunities for feature material at no cost. The ministers were approached by the local committees in their areas and were most helpful after they had been supplied with factual data carefully prepared by the headquarters of the campaign." We had numerous opportunities to provide speakers for clubs and meetings throughout the county and we tried never to miss these chances.

Lessons Learned

"As we look to the future we already have ideas in mind for our next campaign. We are planning to set up a standing committee in our Board to be known as the Public Relations Committee. Its function will be to use every opportunity for publicity for twelve months of the year. Every usable item of news will be sent to the press, every speaking appointment will be filled, and so on. Our campaign Committee will then be composed of this committee which will be doing a year round job on campaign interpretation in our county, combined with our Finance Committee and the two together will act as a unit at campaign time. It is hoped that these committees can be manned by non-board personnel both to relieve the load on those who normally carry on the society's work and also to infect more people with enthusiasm over Children's Aid work. Every recruit who worked for us, totalling about 160, became, by force of circumstances, an ardent supporter of the Children's Aid Society.

The Mechanics of Operation

Mr. Keith, the Superintendent of the Society, then picked up the narrative and emphasized the importance of private social agencies recognizing the fact that they must continually tell their story if they wish to secure and hold community support.

"The actual management of the campaign required the spending of money," he said. "We set a budget of 5% realizing that it is more expensive to operate a single campaign than a joint one. We ran over our budget but we also ran over our objective so the final result was 4½%. It was necessary to estimate how much we would spend on canvassing materials, letters, posters, newspaper, radio and movie advertisements."

Stories illustrative of phases of the work were prepared for the papers, they also carried editorial reference and daily comment on the progress of the campaign.

Spot announcements too, were used in radio publicity rather than more elaborate radio programs being attempted as, said Mr. Keith:

"Radio work is something which must be done well or you annoy people, so we stayed clear of any more dramatic or complicated types of radio interpretation.

"Our campaign, of course, was planned at the time when the big Chest Campaigns were on and the C.B.C. programmes arranged by the Canadian Welfare Council gave a broad interpretation of social work needs."

The coloured posters for store windows and counters prepared for general use of campaigns by the

Canadian Welfare Council were used with the imprint of the local society applied.

The movie made by the Film Board for the Canadian Welfare Council was also used by the five theatres in the area, the only cost being the wording for the Society's appeal and the transit costs.

Exhibits were arranged at fall fairs and by direct mail to prospective donors and others, interpretive material was sent out.

The Indispensable Canvasser

In spite of the acknowledged value of pre-campaign and campaign publicity the most important element in the campaign is the canvassers.

"We all realize," Mr. Keith pointed out, "that there are a great many appeals to the citizens for financial assistance, and yet too many of these canvassing jobs are done by the same people.

"Yet when you try to get canvassers people will tell you that nobody else will work. I think that this is a lazy attitude and we consider that we proved that a large percentage of new canvassers are available if an effort is made to locate them. Between 60 and 70 per cent of our canvassers had never campaigned before! A combination of seasoned canvassers and new canvassers produced results without being too great a burden on any one group in the community."

The Perth Committee felt that there was much value in keeping the campaign limited to a specific period—in their case, two weeks and great care was taken in the selection of team captains and in coaching the canvassers and keeping them interested and stimulated.

Continued on page 26

DVA Social Service Division

*This information has been prepared by the Superintendent
of Publicity of DVA*

SPEEDING the return of the veteran with a social problem to the normal civilian community is the prime objective of the newly organized Social Service Division of the Department of Veterans Affairs, which will work closely with established social agencies but avoid duplicating their functions.

Another general aim of the DVA program will be establishment of a skilled medical and psychiatric social service in the hospitals and clinics operated by the Department across Canada. All community resources will be enlisted in order to provide an adequate follow-up service once the veteran has been discharged.

No service is to be established for a veteran which is already his right as a citizen of the community in which he lives. If he is faced with a serious family problem which requires the assistance of a skilled social worker, and there is a social agency in the community able to deal with his problem, it is the aim of the DVA division to see that the veteran is intelligently directed to the local social agency. The Department's program is definitely planned so that it will not in any way duplicate the community services available to the veteran, or discourage the establishment of such services where they are not available.

It is hoped that DVA's Social

Service Division will be able to establish professional social work standards equal to those prevailing in Canada's best private social agencies.

The Department will work towards building these standards to the point where it will not need to apologize for its services to the community agencies which will be asked to assist wherever they supply the service that the veteran needs. If the general aim is carried out—and every effort is to be made in that direction—the co-operation of the social agencies will be obtained and, with the exception of the medical and psychiatric program, it will only be necessary to employ enough social workers to make intelligent and useful referrals to the existing agencies.

Captain C. A. Patrick, a graduate of the Toronto School of Social Work with post-graduate training in the University of Chicago, has been seconded by the Canadian Army to serve as acting director of the new DVA division. Each district of the Department is to have a supervisor who will be responsible directly to the District Administrator for all the social work functions in the district. The district supervisor will head three main sections: medical and psychiatric, referral, and investigational.

The goodwill and co-operation of all recognized social agencies is recognized as essential to the DVA

program's success. The fundamental basis for its operations is to meet the needs of the individual ex-service man and woman, and a certain flexibility is required. The program will vary from district to district, as the needs of each and the services available similarly vary.

The current shortage of trained personnel may make it impossible to establish immediately a social work program in every DVA district. The Department's intention is to proceed with the Social Service Division's organization at a pace consistent with the maintenance of high professional standards.

A training program to raise non-professional social workers to the required professional standards is visualized by the Department. A supervisor of personnel and training will be appointed to utilize existing staff training facilities, for this purpose, and to establish liaison with the recognized schools of social work.

The Department of Veterans Affairs has long stressed the community level as that on which the veteran must be re-established if his return to civilian life is to be satisfactory. The Social Service Division will continue to apply that philosophy.

THE SCHOOLS MEET

THE most important item of business discussed at the Halifax meeting of the National Committee of Canadian Schools of Social Work on June 22 was the distribution among the Schools of the \$100,000 grant authorized by the Department of National Health and Welfare.

It was agreed that it will be advisable to organize a National Personnel Committee, with representatives from the Schools, the Canadian Association of Social Workers, and the Canadian Welfare Council, to formulate a long range policy for the development of competent personnel for the Canadian social services.

A resolution was passed favouring the Master's degree as the appropriate credential to be granted to students completing two years of graduate professional education in social work.

Miss Dorothy King, Director of the McGill School of Social Work, was re-elected Chairman of the Committee.

STRATFORD... Continued from page 24

Conclusion

In concluding, Mr. Keith summed up the feeling of the Perth County Children's Aid Society in the following words:

"One of the factors in the result which gives us hope for the future is that a very small percentage of the donations were in amounts larger than five dollars and thus we will not be in

fear and trembling at the possible loss of two or three large donations. It is difficult to compute the total results of the campaign but we are convinced that our Society is much more a part of the community than ever before, and that there is a body of opinion behind the work which wants the work to go on because it is their Society, not because it is a service handed down from above."

N.L.

Canada's First Youth Employment Centre

L. WINNIFRED BRADLEY

ON MAY 9, 1946, the first Youth Employment Centre in Canada was formally opened at 4 Albert Street in downtown Toronto by Mayor Robert H. Saunders, C.B.E. It is tangible evidence of the concern of National Employment Service that special vocational guidance should be given to young people of the community. To those who have worked for their interests within the Employment Service, it was the achievement of a long-planned goal, and to Youth itself, it has already been a vital resource in meeting varied vocational needs.

Mr. B. G. Sullivan, Ontario Regional Superintendent of the National Employment Service, has been keenly interested, and it was through his efforts that the plans were initiated, and the approval and endorsement of the Unemployment Insurance Commission obtained. The Acting Supervisor of the Centre, Miss Mary Eadie, Supervisor of the Women's Division of the Toronto Office, played a big part in launching the project.

National Employment Service is an active participant in the welfare of the community. It has had a valuable war-time experience and is now a developing peacetime organization. Since an individual functions as a total organism, his efficiency on the job depends upon his total adjustment to life. He cannot face up to his

financial and emotional problems unless he has the assurance that he has an attractive and suitable job available to him. When the individual faces problems of vocational adjustment which he cannot solve without help, counselling is needed, and should be available to everyone.

The function of the Centre is to help the applicant to help himself, by providing a professional employment service which does not overprotect, but gives support at points of weakness. Adequate data regarding the applicant's physical and personal history, his training, experience, abilities, aptitudes, ambitions, and responsibilities are essential and these are obtained at the outset. Counsellors also are well acquainted with the labour market, and specific job requirements. The relationship between applicant and counsellor must be such that the former feels the information given will be treated confidentially, and will be used only in his best interests. The Counsellor must recognize when he should use other community resources to obtain essential information needed to help the applicant.

The aim of the Youth Employment Centre is to serve young men and women under twenty-one years of age, and others, if seeking their first job. It is a specialized counselling and placement service in a building set apart for the pur-

pose. A total of sixteen city-wide organizations are represented on a Council set up to advise the Centre and interpret it to the community. The representatives are from such fields as Education, Guidance, Labour, Business and Industry, Social Agencies, and Student Councils.

At the second meeting of the Council, June 5th, 1946, the Acting Supervisor reported as follows for the month of May:

Total traffic in the office for all purposes	3,439
Referrals to jobs	1,346
Placements verified to May 30	752
Tests given to 148 applicants	547
On Unemployment Insurance Benefit Claim	21

Since the work of the girls' and boys' sections of the men's and women's Offices was amalgamated and re-organized in February, 1946, a total of 2,051 young people have been placed in employment.

During April and May, hundreds of university students, many of whom are ex-Service personnel, used the Youth Employment Centre for referral to specific jobs, or for information regarding the summer labour market. June is the month which brings high school students in large numbers to the Centre for the same purpose. Wherever possible, the student is referred to a job which ties in with his vocational plans. However, financial urgency, the relatively short duration of the employment, and the limitations of the labour

market in post-war times, must be interpreted and recognized.

The physical environment in which the interview takes place contributes to the total success of any counselling service. The premises, located at 4 Albert Street in downtown Toronto, are airy, well-lighted, and attractive. The Centre is a self-contained unit, occupying the entire floor of a building. There is an Insurance Department, Testing rooms, Supervisor's office, and an office for special counselling. Each counsellor has his own interviewing cubicle which provides privacy. It is a busy Centre, but applicants are aware of an atmosphere of order, dignity, and friendliness.

Long periods of waiting in employment offices are felt to be irritating and to eliminate this, an appointment system is being used wherever possible. Young people with pressing needs, are of course, given immediate attention. When it is necessary to wait for a counsellor, suitable reading materials, and displays of magazines and books available through the public libraries, keep the applicants constructively occupied. This arrangement also lessens a feeling of pressure on the part of both applicant and counsellor, and gives a feeling of importance and security to both the first-jobber, and the applicant from out of town. A large city is especially overwhelming to the latter. In this group is Helen, age eighteen, who came from a Northern Ontario village, where except in the summer resort

season there is little opportunity for work. She saw in a Toronto newspaper the advertisement for what she thought would be a good job in a factory, and came to Toronto, having applied and been accepted by letter. She found the job and the environment in no way what she expected it would be, and after one week came to our office on the advice of an interested friend. She had a nice appearance, pleasant manner, and from her comments she indicated keen observation and persuasiveness. Yes, she would make a good sales clerk! But what of her formal education? She had only one year high school, and most employers are now asking for at least two years for sales staff. But it was worth trying. The third employer who was contacted agreed that Helen had the basic characteristics of a good sales person. She left the office with an appointment arranged, and to the fore in the employer's mind were her best characteristics for the position. The result was a satisfactory placement.

Two specially qualified officers administer occupational tests either to groups or individually. Applicants are referred for testing on their own request, or in cases where the counsellor feels it would aid in the selection of suitable employment, or employment training. The testing procedure supplements the interview—it does not supplant it—by pointing up the specific skills and qualifications of an applicant, and also by bringing to light certain hitherto dormant interests, which might be used or

developed. The use of occupational tests helps to clarify the thinking of both applicant and counsellor, and to the former the results are usually inspiring and encouraging. Where possible two or three recommendations are made in order of ability and preference.

The story of Fred, a young belligerent, is worthy of analysis. He came to the office and every one who talked with him quoted him the same way. "He must have a job at \$25 per week because he was worth it, and anyway the Government took half of it!" It sounded like the idea of someone else, and so it proved to be. The counsellor tried every trick to get Fred to think the problem through. It was a long session, sometimes much talking, sometimes long pauses, but as every counsellor knows there is always a point in an interview when the tide turns. This time it happened suddenly. The counsellor noticed Fred leaning across the desk as though he were slightly deaf. Cautiously the question was asked: "Have you had difficulty in hearing at any time, Fred?" Then the barriers were completely down. The story was told of operation after operation with Fred's parents feeling the cost, and hoping for the day when Fred could by employment reimburse them to some extent. "You see, I must have \$25 and go on cutting gears", he said. Bitterness was caught for the first time in his voice.

The counsellor said, "Fred, you have no doubt many gifts. Would you let me help you discover

them?" One of the officers who administers tests was called. This officer patiently and effectively explained the devices which would help Fred to know himself a little better, and help everyone to know something of his abilities. "Will you co-operate Fred?"

For the first time there was a smile: "Yes, but I must go tell my mother." The counsellor said, "Supposing I talk to her." This was done with some success. The tests revealed that the boy was of high intelligence. He had hidden gifts and as soon as the officer said, "Fred, I think you could work well with people, maybe sell to them, maybe—" No more was necessary. "Gee," said Fred, "I always all my life wanted to be like my brother, he is a manufacturer's agent, he can sell—could I sell?" He was told, "You will have to begin at the bottom of the ladder. Are you game to do that? What about the \$25?" "Would you like to talk to your brother and mother and return tomorrow at 9.00 o'clock?" He returned with his shoulders squared, a new light in his face, no belligerence in his manner and a selling job was found for him. Later he came back to thank us and to say he was getting a new hearing aid. Fred the belligerent, was on his way up a new pathway.

The following tests are approved for use in Canadian Employment Offices at present:

Mental ability—

Otis and Revised Alpha

Preference—

Kuder Preference Record and
Brainard Interest Inventory

Aptitude and ability—

Minnesota Clerical and N.I.I.P. Clerical, McQuarrie Test of Mechanical Ability, Minnesota Paper Form Board, Perdue Peg Board, Bennett Test of Mechanical Comprehension, Detroit Mechanical Aptitude Test.

The counsellors of youth at the Centre, both men and women, are employment and claims officers who are qualified by special abilities and training, and selected by the Civil Service Commission. Their academic background, experience, initiative and resourcefulness, assure the applicant of good counselling, and the best possible referral to a specific job. If we do not have what the applicant and counsellor feel is the "right job", the counsellor endeavours to find it by "shopping". All job vacancies are listed by employers at the Centre and their co-operation is greatly enjoyed. Employers welcome visits from the counsellors who become better acquainted with their policy for welfare and advancement, and their specific job requirements. Job analysis has been done in over three hundred firms. Through meeting employers an understanding is gained of their problems, and they in turn have a keener appreciation of the service rendered. Both factors contribute to more effective placement. By screening applicants the employer is saved hours of time. The applicant also is saved time, money, and a feeling of frustration. He need not apply to a business organization where there are no imme-

diate work possibilities, or where his skills are not usable. For example, one company requires that operators have a certain arm reach, be right-handed, of average weight, speak with no trace of accent, and have several years high school education. Referral to a position means that the applicant leaves the Centre with an appointment made with an employer who has been given a general account of the applicant's qualifications and experience. The applicant, on the other hand, knows something of the size of the company, future possibilities, and has specific information regarding hours, wages, and duties.

There is a liaison officer on the staff of the Centre to do special work with the schools, co-ordinating their vocational guidance recommendations with the practical work of referral to a specific job. Details have yet to be worked out as to the transfer, if any, of records which could be used in job placement. Addresses to students and young people's groups are frequently requested. This officer also is available for special counselling of applicants in the office who need help with regard to appearance, deportment, or attitude to their vocations. Referral for case work service to a social agency when required may be made and case workers may clear with this officer when making referrals or appointments.

It has been noted that many young persons during the war accepted employment as an ex-

pedient and have since found themselves to be displaced by ex-Service personnel and others. These young people have had to make new adjustments to life in general, and have been helped to discover new occupations and new long term opportunities at the Youth Centre. The lack of vocational and academic training is regretted very often by all concerned and handicaps the individual.

It is hoped that the day is passing when Youth will choose jobs thoughtlessly, or on the suggestions of neighbours and friends. Every person is an individual with differing potentialities and job seeking should be done with all the help available from school and community resources.

The Centre hopes also to be of value to the schools and community agencies by providing facts with regard to the educational needs of young people with reference to employment. There are also those who cannot keep a job, whose sense of responsibility is lacking, and who continually find themselves in difficulty. Special officers are being set apart in the Centre to deal with these applicants, and data are being accumulated.

The National Employment Service by the opening of the first Youth Employment Centre in Canada has taken first steps to implement one of the recommendations of the Canadian Youth Commission, as contained in their report, *Youth and Jobs in Canada*.

Le Chômage et ses Causes

PAUL H. CASSELMAN

SOUVENT il est dit de nos jours que la société d'après-guerre devrait être sans chômage. Cette assertion est-elle vraie? Si par société sans chômage, nous entendons une société qui emploiera absolument tout individu ayant le désir et la puissance de travailler pendant toutes les heures dont il dispose, nous errons. D'autre part, si notre conception de l'embauchage intégral signifie un état économique propre à absorber la plus grande partie de la main-d'oeuvre, sans interruption anormale et dans des conditions raisonnables, nous sommes peut-être sur la bonne voie.

L'expérience récente du Canada nous prouve que nous ne pouvons éliminer complètement le chômage. Le 30 septembre 1943, au moment où le niveau de notre production de guerre atteignit son sommet, il y avait environ 66,000 chômeurs au Canada, dont 10,600 dans la région de Toronto et 8,200 dans la région de Montréal.* Ces 66,000 travailleurs étaient ceux inscrits à un bureau de placement. Se trouvaient exclues des milliers d'autres personnes sans emploi, résidant dans nos régions rurales et non inscrites. A cette même époque, au-delà de 700,000 hommes et femmes, membres de nos forces armées, se trouvaient hors des cadres du marché du travail.

Nos gens méconnaissent les causes et les catégories du chômage. L'irrégularité de l'emploi peut être attribuée à: 1) les déficiences personnelles, 2) les fluctuations saisonnières et économiques, 3) les changements de coutume et de civilisation, 4) les mouvements séculaires ou de longue durée,

**Labour Gazette*, Novembre 1943, PP. 1559-1561.

- 5) les perfectionnements techniques, et
- 6) les causes spéciales et accidentelles.

Déficiences personnelles

La maladie, les infirmités, l'impairance, l'absence de formation ou d'instruction, ou toute autre déficience physique, psychologique ou même morale rendent l'individu indésirable au jugement de l'employeur ou l'obligent à se priver de salaire temporairement ou indéfiniment. Impossible d'éliminer complètement cette cause de chômage. Nous aurons toujours des incompetents, des ignorants et des infortunés frappés d'infirmité quelconque. Tentons de diminuer le nombre de ces chômeurs en encourageant l'orientation professionnelle et l'établissement d'un plus grand nombre d'écoles de formation. Poussons les employeurs à utiliser les services de personnes affligées de quelque infirmité.

Les Fluctuations Saisonnières et Economiques

Seules quelques industries échappent aux répercussions saisonnières. En hiver, les travaux de construction sont au ralenti tout comme l'exploitation forestière, en été. En d'autre cas, les produits d'une industrie déterminée seront en grande demande: par exemple, la crème glacée, la glace et les eaux gazeuses, en été; le combustible et les vêtements chauds, l'hiver.

Les pays de la zone tempérée, tel le Canada, se ressentent plus des variations de température des saisons contraires. Il arrive qu'en une même année se produise une variation de 110 à 130 degrés entre le maximum de chaleur et le minimum de froid. Un tel écart dans la température influe sur l'économie et, conséquemment, sur le niveau de l'embauchage.

Le cycle économique connaît des hausses et des baisses. Les crises de chômage sont tragiques. La crise 1929 a amené le chômage prolongé de millions d'Américains et de Canadiens. Même au plus bas niveau de la crise, environ 40 p. cent des travailleurs américains étaient sans emploi. Presque tous les sociologues de notre temps s'appliquent à étudier les causes économiques du chômage. Malheureusement, ils ne s'accordent pas sur les causes du malaise et des remèdes à y apporter. Un économiste américain de l'Université de Columbia explique le mouvement rythmique des affaires et la crise au moyen des taches solaires. Une autre école soutient que la crise est causée par un manque de confiance de la part des consommateurs. C'est l'école psychologique. Un troisième groupe tient les banques et le système monétaire responsable, et ainsi de suite. Les écoles ayant présenté une solution se chiffrent à la centaine et, malheureusement, parmi elles se trouvent des charlatans parfois difficiles à dépister.

La Coutume et la Mode

Coutume et mode affectent le chômage. Mais cette fois il s'agit du consommateur et non de l'ouvrier. Les changements de mode subits causent des congédiements précipités. Tel fut l'engouement des consommateurs à l'égard du golf miniature. Cependant, du jour au lendemain ils lui firent volte-face. Caprice enfantin? Peut-être. La substitution du mouchoir au chapeau au sein de la gent féminine a nui à l'industrie de la chapellerie.

Les Mouvements Séculaires ou de Longue Durée

Les changements de technologie et de coutume, échelonnés sur une ou deux générations, sont des causes de chômage. L'avènement de l'automobile a affecté les cochers, les éleveurs de chevaux, les forgerons, etc. La substi-

tution de l'automobile au cheval s'est faite graduellement dans nos campagnes, et elle dure encore.

Les Perfectionnements Technologiques

Lors de l'avènement de la machine à l'usine, les ouvriers des établissements affectés non seulement protestèrent et firent la grève, mais il se révoltèrent en brisant les machines qui venaient ainsi leur enlever leur gagne-pain. L'ouvrier a depuis évolué. Tous comme les sociologues, il admet que la machine, suivant l'usage qu'on en fait, peut être son amie ou son ennemie. Chose certaine, les changements techniques et mécaniques apportés à certaines industries causent un chômage temporaire dans une localité déterminée. A la longue, les ouvriers-chômeurs se dirigeant vers d'autres avenues du marché du travail.

La société ne doit pas poser d'obstacles au progrès de la science. N'oublions pas cependant que la science n'est pas une fin en elle-même et qu'elle doit servir l'homme. Trop longtemps, nos entrepreneurs, en introduisant des changements techniques dans leurs usines, n'ont eu d'autre motif qu'une réduction du prix de revient ou une augmentation de leurs profits. Ces motifs légitimes en soi, doivent tenir compte du facteur humain de l'entreprise.

Causes Spéciales et Accidentelles

Plusieurs facteurs spificiaux peuvent aussi occasionner le chômage. La guerre a stimulé l'emploi de la main-d'oeuvre, mais laisse l'économie dans un état critique. Au cours de cette période, nombre de femmes, de jeunes gens, de vieillards, d'infirmes, auparavant chômeurs, ont trouvé de l'emploi. Le retour des anciens combattants et la conversion de l'industrie de guerre à la production des temps de paix, compliquent le problème du chômage d'après-

guerre. Les tremblements de terre, les inondations, les épidémies, les sinistres, et tous les autres fléaux de la nature peuvent interrompre momentanément l'emploi d'un certain nombre de personnes.

Une baisse du commerce extérieur provenant du boycottage ou d'une augmentation des tarifs chez le pays importateur, ou du dumping par un troisième, peut réduire l'emploi de la main-d'oeuvre employée dans le pays exportateur. Le boycottage du poisson canadien par l'Italie, et le dumping de la Russie, il y a dix ans, dérangeront temporairement la main-d'oeuvre des industries intéressées.

La crise du logement, l'absence d'écoles ou d'autres services essentiels à une ville rendent impossible le déplacement de l'ouvrier citadin chômeur vers une ville où l'emploi est disponible. Il en est de même des frais encourus pour déménager la famille vers un centre éloigné. Au Canada où les centres industriels sont peu nombreux et dispersés, le mouvement de la main-

d'oeuvre est très difficile. C'est pourquoi les chômeurs d'Halifax, de Toronto ou de Montréal, préfèrent demeurer plusieurs mois sans emploi dans leur propre milieu d'origine plutôt que d'aller à Winnipeg ou à Vancouver en quête d'un emploi aléatoire.

Enfin, les grèves causent le chômage, mais surtout en période de transition. Le chômage actuel au Canada et aux Etats-Unis est dû en grande partie aux grèves qui paralysent tout un ensemble d'industries.

Conclusion

Par cet article, nous avons tenté d'élucider dans une certaine mesure la grave question du chômage et de ses causes. Ce problème assumera peut-être des proportions gigantesques dans l'avenir. Sa solution fera appel à toutes les classes, gouvernements et gouvernés, employeurs et employés. Mais auparavant, il vaut mieux en connaître les causes, tout comme le médecin doit déterminer la nature de la maladie avant d'appliquer le remède. C'était le but de notre travail.

About People

The City of Halifax has made local history in the appointment, for the first time, of a Director of Welfare for the City's Public Welfare Department. The new appointee is Mr. Glynford Allen, for some years Director of the Children's Aid Society of Pictou County and more recently Supervisor of Welfare Services for Nova Scotia, Department of National Health and Welfare. He is an honour graduate in Psychology of Acadia University and before entering social work taught for five years in Nova Scotia schools.

Perhaps no name is better known to the majority of younger Canadian social workers than is that of Barbara

Finlayson, who for so many years had close personal contact with students going through the Toronto School of Social Work. A year ago Miss Finlayson resigned as Assistant Professor and Supervisor of Case Work on the staff of that school to do post-graduate work at the New York School of Social Work. She has now accepted a position with the Family Welfare Bureau of Vancouver where she will undertake a specialized project in case work field.

Anna H. Sacks has resigned her position as Executive Secretary of the Family Welfare Department of the Baron de Hirsch Institute, Montreal, to join her family in California.

The Toronto Welfare Council has appointed a full-time Secretary for its Old Age Division, thus becoming the first Council in Canada to make such provision for their city's aged.

Mrs. Jean Good, a graduate of McMaster University, has taken up her duties and is working toward a program of co-ordination and expansion of services for the "over sixties" in Toronto who now number 90,000, of which 11,339 are old age pensioners.

Twenty years ago, those over 60 years of age were 8% of Toronto's population. Today they constitute 14%.

Mr. David G. Decker has been appointed Secretary of the Community Chest and Council of Greater Victoria. During the war years he served in the Royal Canadian Navy.

Miss Margaret Kennedy, well-known radio script writer, newspaper woman and speaker, has been appointed full-time Public Relations Secretary of the Community Chest of Greater Winnipeg. Miss Kennedy has had extensive experience in publicity work for the Red Cross and War Finance Committee.

Some interesting transfers from the Services to civilian employment have recently taken place.

The many readers of *WELFARE* who throughout the war years have had such close and satisfactory relationship with the Directorate of Social Science of the Department of National Defence, Army, will learn with interest of the appointment of its late Chief, Lt.-Col. Stewart A. Sutton, as Associate Director of the Children's Aid Society of Toronto.

Other appointments to civilian employment of former members of the Directorate of Social Science are Major

Stanley Bailey to the Department of National Health and Welfare as Supervisor of Welfare Services, Northwest Territories; Major Joseph E. Laycock to the staff of McGill School of Social Work; Major Walter Goff, to the Children's Aid Society of Brant County at Brantford as Superintendent; Major Howard Naphtali to Simcoe County Children's Aid Society at Barrie, Ontario, as Superintendent; Capt. Clifford Patrick as Director, Social Service Division of the Department of Veterans Affairs; Capt. Margaret Newton to UNRRA in Germany; Lt. Enid Wyness to the Division of VD Control, Provincial Secretary's Department of British Columbia; Lt. Helen DeMarsh to the Mental Health Clinic of the Ontario Department of Health, stationed at Kingston; Lt. Ray Godfrey to the staff of the Toronto School of Social Work; Lt. Fred Promoli to the directorship of the Children's Aid Society of Central Manitoba at Portage la Prairie. Lt. Verne H. Dallamore to DVA, Ottawa. From overseas service, Lt. Norman Knight goes to the Toronto Department of Public Welfare.

Mary Clarke, M.B.E., who was Special Services Officer (Welfare) with the R.C.A.F. (W.D.) throughout the war years and who was largely responsible for the development of a sound program of social welfare in the Air Force, has accepted a newly-created position with the Canadian National Institute for the Blind as Supervisor of Welfare Services. In this work she will have contact with the Institute's branches all over Canada and with social agencies in the public and voluntary field.

Further information regarding appointments to civilian employment of discharged service personnel will be carried in future issues of *WELFARE*.

BOOK



REVIEW

SOME DYNAMICS OF SOCIAL AGENCY ADMINISTRATION, by Helen W. Hanchette, Jeanette Hanford, Frank J. Hertel, Mary Hester and Robert F. Nelson. Family Service Association of America. 76 pp. Price 75 cents.

An outstanding feature of the series of papers contained in this pamphlet is the down-to-earth practicality of the material presented. Modern social agency administration is defined as a partnership in which membership, board, executive and staff participate, and as a conscious process rooted in such a fully participating partnership.

A membership body in addition to a board is considered basic to the organization of a private social agency, and the way in which such membership can strengthen the agency and its roots in the community may, to many readers, throw new light on the importance of such a body.

In all six papers the executive is seen as the mainspring, responsible for the co-ordinated functioning of the other partners. One paper is "primarily tailored to the needs of the inexperienced executive, coming into an agency with few guides to help him meet the complexities involved in working with a board for the first time." Then follows excellent material dealing with conferences with the president and

with other board members, the planning of board meetings, the executive's report, staff participation, that perennial question—how to educate the board member. . . . All of this can be extremely useful to more than "the inexperienced executive."

Factors in the development of good executive-staff relations are exceedingly well presented, as are also the psychological factors in this same relationship. There is so little in print along this line that this should be a stimulus to further thinking and to group discussion by practicing social workers.

In the settling down process following the pressures of a war era, social agencies are faced with varying community problems. Principles to be observed as sound guides in dealing with such problems are well pointed up in the illustrations given.

The material in this pamphlet is for the most part based on the contributors' current experience and on group discussion by others. While with one exception the writers are executives in family agencies, this should be a valuable handbook for any social agency, large or small, and should be made available for lay as well as professional members.

JEAN McTAGGART,
Executive Secretary, Hamilton Family Service Bureau.

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DR. HARRY M. CASSIDY, *School of Social Work,*
University of Toronto

J. A. EDMISON, K.C., *Executive Secretary, Prisoners' Rehabilitation Society, Toronto*

JUDGE ALLAN J. FRASER, *Juvenile Court, Ottawa; Secretary of the Archambault Royal Commission*

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REV. J. D. HOBDEN, *Executive Secretary, John Howard Society, Vancouver*

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Program and further information are obtainable from

MR. JOHN KIDMAN,
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This is the national poster and slogan of the fall Community Welfare funds. Across Canada this poster will be displayed on billboard panels, in shops and factories, in banks and and department stores to remind Canadians to **GIVE GENEROUSLY** to their local Community Welfare Fund.

See the National Film Board motion picture, **EVERBODY BENEFITS**, and the Disney technicolour trailer, **A FEATHER IN HIS COLLAR**, at your local motion picture theatres.

Listen to announcements in support of the campaigns on your favourite radio programs, made possible by the co-operation of the CBC, private radio stations and commercial sponsors.

CBC Trans-Canada and Dominion networks will carry programs about social work during October.

Everybody Benefits

Everybody Gives